#### BUSINESS REPORT

## MONTANA HOUSE OF REPRESENTATIVES 61st LEGISLATURE - REGULAR SESSION

#### HOUSE TAXATION COMMITTEE

Date: Monday, January 19, 2009 Place: Capitol		Time: Room:		am
BILLS and RESOLUTIONS HEARD: Prefix (HB, HR, HJR, SB, SR, or SJR) and nu	mber. Add Postponed	(PP) who	en appro	opriate:
HB 28, HB 206				
EXECUTIVE ACTION TAKEN:  Prefix (HB, HR, HJR, SB, SR, or SJR) and nu amended) BC(be concurred in) BCAA (be concurred in)		failed) [	OPAA (d	do pass as
COMMENTS:				
	Folker.	Bob La	ake, (	Chairman

# HOUSE OF REPRESENTATIVES Roll Call TAXATION COMMITTEE

DATE: 1 - 19-09

NAME	PRESENT	ABSENT/ EXCUSED
Bob Lake, Chair		467
Jill Cohenour, Vice-Chair		was
Janna Taylor, Vice Chair		
Dick Barrett		
Mark Blasdel		JAN VAX
Edward Butcher		1 September 1
Wanda Grinde		
Robin Hamilton	V /	
Brian Hoven		
Mike Jopek		A Comment
Dave McAlpin		MA
Mike Miller	2	
Art Noonan		
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Lee Randall		
J. David Roundstone		
Jon Sonju		1 March
Wayne Stahl		T.
Chas Vincent		
Brady Wiseman		





## State Personal Income Taxes on Pensions and Retirement Income: Tax Year 2007

Ronald Snell and Bert Waisanen July, 2007

Most states that levy a personal income tax allow people who receive retirement income to exclude part of it from their taxable income. The table that accompanies this introduction provides state-by-state detail. "Retirement income" means income from federal, state and local governments' retirement plans, Social Security, Railroad Retirement, private pension plans, and deferred compensation plans in the public and private sectors. "Retirement income" excludes income from current employment, rents and dividends, disability payments and SSI. This report does not address personal exemptions or deductions that are available to every filer over some specified age, like the federal provision for a larger standard deduction for people who are 65 years old or older than for those under 65.

State governments provide various tax benefits for senior citizens besides age-determined income tax exclusions. Those were reported in detail in NCSL's publication *State Tax Policy and Senior Citizens* (second edition, Denver, Colo., 1994). The AARP annual publication *State Economic, Demographic & Fiscal Handbook* also provides data on state tax breaks for senior citizens (Washington, D. C.: AARP Public Policy Institute, 2000 and other years).

State policies on retirement income exclusions vary greatly, but have one or both of two purposes: to protect the income of taxpayers who are no longer in the workforce, and to serve as an economic development tool by attracting retired people to, or retaining them in, a state. Such tax provisions seem to have originated years ago as a means of assisting retired public employees who received relatively small pensions. Because public pension benefits have improved to match or exceed those in the private sector, the justification for favored tax status for government retirees has weakened. Many states have made age, not former employment in the public sector, the criterion for a retirement income exclusions.

#### Retirement exclusions and general tax policy

States are generally free from federal control in deciding how to tax pensions, but some limits apply. State tax policy cannot discriminate against federal civil service pensions, according to the U.S. Supreme Court decision in *Davis v. Michigan* (1989), which ended the once common practice of more favorable state tax treatment for state pensions than for federal civil service pensions. In 1992 the U.S. Supreme Court further ruled, in *Barker v. Kansas*, that states cannot tax U.S. military pensions if they exempt state pensions from taxation. Over time, as the table demonstrates, these rulings have produced substantial conformity in the way each state taxes the three kinds of pensions, although differential treatment persists in Indiana and New Jersey.

There is no federal impediment to a different state tax policy for public and private pensions, and, as the table indicates, most states provide less favorable tax treatment for private pension income than for public pensions and Social Security retirement benefits.

Retirement income exclusions can be criticized for violating the rule of horizontal equity, which is that taxpayers in similar economic circumstances should be treated similarly. Income exclusions designated for an age group violate horizontal equity by benefiting taxpayers on the basis of age instead of the amount of income. Some states partially address this criticism by limiting retirement income exclusions to lower-income taxpayers, thus indicating that their tax provisions are primarily designed to protect the low-income elderly. States that provide relatively high tax exclusions for all taxpayers in an age group presumably are also acting to attract retired people to the state, or to keep retired residents from moving to another state with a tax regimen more favorable to them.

#### Prevalence of retirement income exclusions

Of the 50 states, seven – Alaska, Florida, Nevada, South Dakota, Texas, Washington and Wyoming – do not levy a personal income tax. New Hampshire and Tennessee collect income tax only on interest and dividend income. The District of Columbia and 41 states levy a broad-based personal income tax.

Among the 41 states with a broad-based income tax, 36 offer exclusions for some amount of specifically identified type of state or federal pension income or both, a broad income exclusion or a tax credit targeted at the elderly. The District of Columbia provides a public pension exclusion. The five states that do not do so are California, Indiana, Nebraska, Rhode Island and Vermont. Some of those five states partially or fully exclude Social Security income from state taxation, and no state collects income taxes on Railroad Retirement income.

#### Limited retirement income exclusions

States take two broad approaches to excluding retirement income from taxation. Some states provide a specific amount of exclusion according to the type of retirement income. For example, Arizona allows the exclusion of \$2,500 of state or local government retirement

SS = Social Sec	curity, RR = Railroad Retir	rement PIT = Personal	Income Tay		
tate	State/Local Pension			Social Security/	Private
	Exclusion		Exclusion	Railroad Retirement	Pension Exclusio
Alabama	Full	Full	Full		Income from defined benefit plans
Alaska	No PIT				
Arizona	\$2,500	\$2,500	\$2,500	Full	None
Arkansas*	\$6,000	\$6,000	\$6,000		\$6,000, including IR distributions after a 59½
California	None	None	None	Full	None
Colorado*	65 +, \$24,000	65 +, \$24,000	65 +, \$24,000	65 +, \$24,000	65 +, \$24,000
		55-65, \$20,000	55-65, \$20,000	55-65, \$20,000	55-65, \$20,000
Connecticut	None	None		SS is taxed above an income threshold; RR: Full	None
Delaware*	1		60+, \$12,500		60+, \$12,500
2.6		under 60, \$2,000	under 60, \$2,000		under 60, \$2,000
D.C. Florida	62+, \$3,000 No PIT	62+, \$3,000	62+, \$3,000	Full	None
Georgia*		62+, \$25,000	62+, \$25,000	Full	62.1 #25.000
ocorgia -	(for 2006)	(for 2006)	(for 2006)	ruii	62+, \$25,000 (for 2006)
		2007: \$30,000	2007: \$30,000		2007: \$30,000
		2008: \$35,000	2008: \$35,000		2008: \$35,000
Hawaii	Full	Full	Full	Full	Full for contributory plans
Idaho	\$21,900 filing singly/	\$21,900 filing singly/ \$32,850 filing jointly, (minus SS/RR benefits)	\$21,900 filing singly/ \$32,850 filing jointly,	Full	None
Illinois	Full	Full	Full	Full	Full for qualified retirement plans
Indiana*		62+:\$2,000 less SS benefits. Base is \$4,000 for married couple	62+:\$2,000; \$4,000 for married couple	Full	None
Iowa*	t .	55+: \$6,000 single, \$12,000 j joint	55+: \$6,000 single, \$12,000 j joint	50% of SS benefits taxable above an income floor; RR: Full	55+: \$6,000 single \$12,000 j joint
	Beginning in 2007:	Beginning in 2007:	Beginning in 2007:	To be phased out entirely from 2007	Beginning in 2007:
	1	65+: \$18,000 single, \$24,000 joint.	65+: \$18,000 single, \$24,000 joint.	through 2014	65+: \$18,000 singl \$24,000 joint.
	Beginning in 2009	Beginning in 2009	Beginning in 2009		Beginning in 2009
	\$24,000 single,	\$24,000 single,	\$24,000 single,		\$24,000 single,
	\$32,000 joint.	\$32,000 joint.	\$32,000 joint.	1	\$32,000 joint.

	of-state	I		RR: Full	I .
Kentucky*	Full for benefits earned	Full for benefits earned		Full exemption, subject	Full for benefits earned
	before 1/1/98. Capped	before 1/1/98. Capped	before 1/1/98. Capped	to income exclusion	before 1/1/98. Capped
	at \$41,110 for tax year	at \$41,110 for tax year	at \$41,110 for tax year	cap of \$41.110	at \$41,110 for tax year
		2006 and thereafter.	2006 and thereafter.		2006 and thereafter.
	Benefits earned after	Benefits earned after	Benefits earned after		Benefits earned after
	that date.	that date.	that date.		that date.
Louisiana	Full for state pensions;	Full	Full	Full	65+: \$6,000 single,
	out-of-state are treated		,		\$12,000 joint
	like private pensions	•			φ12,000 joint
Maine*	\$6,000 per taxpayer	\$6,000 per taxpayer	\$6,000 per taxpayer	Full	\$6,000 exclusion
	minus SS/RR benefits	minus SS/RR benefits	minus SS/RR benefits	I '	applies to 401(a), 403,
		,	, , , , , , , , , , , , , , , , , , , ,	B .	457(b) plans
Maryland*	65+: \$21,500 per	65+: \$21,500 per	65+: \$21,500 per		65+: \$21,500 per
-		person minus SS/RR	person minus SS/RR		person minus SS/RR
	benefits (for 2006)		benefits (for 2006);		benefits. Not applicable
		(	(101 2000))		to IRA, Roth IRA, SEP
			\$5,000 exclusion at	1	or Keogh plans.
			age 65 (2006).		or Redgii piuris.
Massachusett	Full for MA pensions;	Full	Full	Full	None
	out-of-state are				
	exempt if the state				
	extends reciprocal				
	treatment to MA				
	pensions.				
Michigan *	Full for MI pensions;	Full	Full	Full	\$40,920 single,
	out-of-state are	'			\$81,840 joint, minus
	exempt if the state				public retirement
	extends reciprocity to				benefits for tax year
	MI pensions. Otherwise				2006. Income from
	treated like				deferred comp plans
	animaka a sasata sa				(401[k], 457, 403[b])
	private pensions.				is not exempt.
Minnesota	None	None	None	SS taxable to extent	None
				federally taxed;	
				RR: Full	
Mississippi	Full	Full	Full	Full	Full for qualified plans
Missouri*	Greater of \$6,000	Greater of \$6,000	Greater of \$6,000	20% of SS excluded for	\$4,000 (counted
		single, \$12,000 joint,	single, \$12,000 joint,	2007, to increase to	toward the \$6,000 cap
	(reduced by amount	(reduced by amount	(reduced by amount	100% in 2012, subject	if applicable)
	total income exceeds			to income limits.	·
4	certain limits) or 20%	· ·	certain limits) or 20%		
	of benefits for 2007	l i	or benefits for 2007	RR: Full	
	(rising to 100% of		(rising to 100% of		
	benefits for 2012)		benefits for 2012)		
			reduced by amount of		·
	any Social Security	-	any Social Security		
Montana	exclusion.	exclusion.	exclusion.		
Montana*				SS is taxable for	Up to \$3,600 for filers
		whose AGI is less than			whose AGI is less than
	\$30,000	\$30,000		_	\$30,000
				exceeds \$25,000	
				single, \$32,000 joint.	
Nebraska	None	N		RR: Full	
nevraska	None	None		SS taxable to extent	None
				federally taxed; RR:	
Na 3-	N- OV-			Full	
Nevada	No PIT				
New Hampshire	Limited PIT				

New Jersey *	\$20,000 joint. Income	\$20,000 joint. Income	Full	Full	62+: \$15,000 single, \$20,000 joint. Income
		limits apply.	•		limits apply.
New Mexico	Pension and Social Secutary taxpayers aged 62 and \$51,000 for joint filers,	older of \$10,000 single,			
New York	Full for NY pensions; out-of-state treated		Full	Full	\$20,000 for taxpayer aged 59 years six
North	like private pensions. \$4,000 single; \$8,000	\$4,000 single; \$8,000	\$4,000 single; \$8,000	Full	months and older. \$2,000 single; \$4,00
Carolina*	I		filing jointly	un	filing jointly
North Dakota	\$5,000 minus any SS		\$5,000 minus any SS benefit	SS taxable to extent federally taxed; RR: Full	None
Ohio*	Certain tax credits apply; see note	Certain tax credits apply; see note	Certain tax credits apply; see note	Full	See note
Okiahoma*	Federal AGI, not to	Amount included in Federal AGI, not to	Amount included in Federal AGI, not to exceed \$10,000 per retiree from all retirement benefits.	Full	Maximum of \$10,000 For retirees with income below \$37,50 (single) and \$75,000 (joint).
Oregon*	of taxable pension	Tax credit of up to 9% of taxable pension income; income limits apply	Tax credit of up to 9% of taxable pension income; income limits apply	Full	Tax credit of up to 90 of taxable pension income; income limit apply
Pennsylvania	Full	Full	Full	Fuil	Full
Rhode Island	None	None	None	SS taxable to extent federally taxed; RR: Full	None
South Carolina *	I	Under 65: \$3,000; over 65: \$10.000; see note	Under 65: \$3,000; over 65: \$10,000; see note	Full	Under 65: \$3,000; over 65: \$10.000; se note
South Dakota	No PIT				
Tennessee*	Limited PIT: See note				
Texas	No PIT				1
Utah*	An exclusion for pension filing jointly. RR income A general exclusion is a	is exempt.			,800 single, \$9,600
Vermont	None	None	None	SS taxable to extent federally taxed; RR: Full	None
Virginia*	62 -64 \$6,000 per taxpayer; 65 and older, \$12,000 per taxpayer	I		Full ,	62 -64 \$6,000 per taxpayer; 65 and old \$12,000 per taxpaye
who turn 62 aft	legislation: Provisions a er January 1, 2004. For i udes Social Security, rise	bove remain in effect fo future beneficiaries, the	or those over 65. The \$6 re will be a dollar-for-do	llar reduction in the ben	be available to those
Washington	No PIT			,	
West Virginia*	Allows an \$8,000 exclusions and second income. Pension exclus			ly disabled regardless of	f the source of the
West Virginia*	Income from public safety pension systems is excluded; \$2,000 for benefits from WV PERS and WV TRS	\$2,000; full for certain retired federal law enforcement personnel		SS: Taxable to extent federally taxable. RR: Full	None; see note
Wisconsin*	None; see note	None	Full	SS: up to 50% exempt;	None

		·	·	RR: Full	
				SS: Full in tax year 2008 and thereafter.	
Wyoming	No PIT				

#### **NOTES:**

**Arkansas**: Amount indicated is a retirement income exclusion; the total exclusion may not be more than \$6,000 from all exempt sources other than SS/RR retirement income.

**Colorado**: Amounts indicated are a retirement income exclusion; the total exclusion may not be more than indicated from all exempt sources. However, SS/RR retirement income not taxed by the federal government is not added back to AGI for state income tax purposes.

**Delaware**: Amounts indicated are a retirement income exclusion per taxpayer; the total exclusion may not be more than shown from all exempt sources other than SS/RR retirement income.

**Georgia:** Amounts indicated are a retirement income exclusion; the total exclusion may not be more than shown from all exempt sources other than SS/RR retirement income. \$4,000 of the amount can be earned income. The exclusion will rise to \$30,000 for tax year 2007 and \$35,000 for tax year 2008 and subsequent years.

Indiana: Taxpayers over 65 may be entitled to a tax credit ranging from \$40 to \$100, depending on federal adjusted gross income.

**Iowa**: Amounts indicated are a retirement income exclusion; the total exclusion may not be more than indicated from all exempt sources. From 2007 on, Social Security income will be calculated as part of the exclusion.

**Kansas:** For tax year 2007, taxpayers with federal adjusted gross income of \$50,000 or under may exclude Social Security benefits. For tax year 2008 and thereafter, the AGI limit increases to \$75,000.

**Kentucky**: Amounts indicated are a retirement income exclusion; the total exclusion may not be more than indicated from all exempt sources.

**Maine**: Amounts indicated are a retirement income exclusion; the total exclusion may not be more than indicated from all exempt sources.

**Maryland**: Amounts indicated are a retirement income exclusion; the total exclusion may not be more than indicated from all exempt sources.

**Michigan:** Senior citizens (age 65 or older) may subtract interest, dividends and capital gains included in AGI. For tax year 2006, this subtraction is limited to a maximum of \$9,128 on a single return or \$18,255 on a joint return. However, the maximum must be reduced by the retirement pension subtraction claimed

**Missouri:** Summary of 2007 legislation, effective January 1 2007: this bill authorizes an income tax deduction to be phased-in over six years for Social Security benefits, Social Security disability benefits, and benefits received from a nonprivate retirement system for individuals 62 years of age or older. For 2007, a taxpayer can deduct 20% of his or her Social Security benefits; for 2008, 35%; for 2009, 50%; for 2010, 65%; for 2011, 80%; and for 2012 and thereafter, 100%. A single taxpayer with an adjusted gross income of \$85,000 or less or a married taxpayer filing a combined return with an adjusted gross income of \$100,000 or less will qualify for the maximum deduction. If a taxpayer's adjusted gross income exceeds the income amount, the deduction will be decreased by \$1 for every dollar in excess of the maximum. If a taxpayer receives both Social Security benefits and public retirement benefits, the maximum deduction for the publicly funded retirement benefits will be decreased by \$1 for every dollar of Social Security benefits received by the taxpayer if the benefits are not included in his or her Missouri adjusted gross income. The maximum deduction for the publicly funded retirement benefits is limited to the maximum Social Security benefits available for the tax year less any Social Security benefits not taxable to Missouri.

Montana: Amounts indicated are a retirement income exclusion; the total exclusion may not be more than indicated from all exempt sources.

**New Jersey**: Taxpayers over 62 are entitled to an additional income exclusion to allow them to reach the amount of the pension exclusion. The sum of the pension exclusion and the additional exclusion may exceed the pension exclusion if the recipient is ineligible to receive Social Security retirement payments. NJ Statutes 54A-6-15. Income limits (added by legislation in 2005) end the exclusion for joint filers with more than \$100,000 in income and single filers with more than \$50,000.

New Mexico: Amounts indicated are a retirement income exclusion; the total exclusion may not be more than indicated from all

exempt sources. The exclusion is fully phased out for incomes that exceed \$51,000.

**North Carolina**: Amounts indicated are a retirement income exclusion; the total exclusion may not be more \$4,000 single/\$8,000 filing jointly from all exempt sources.

**Ohio:** A retirement income tax credit of as much as \$200 is allowed, depending on income. A senior citizen tax credit of \$25 per tax return is allowed to filers of 65 or older. A one-time tax credit is available for lump-sum distributions to people over 65: \$50 multiplied by remaining life expectancy.

Oklahoma: Effective for tax year 2005 and thereafter, pursuant to State Question 713, approved by the voters on November 2, 2004.

**Oregon**: Tax credit of up to 9 percent of taxable pension income is available to recipients of pension income, including most private pension income, whose household income was less than \$22,500 for single filers and \$45,000 for married filing jointly and who received less than \$7,500/\$15,000 in SS or RR benefits. The credit is the lesser of tax liability or 9 percent of taxable pension income.

**South Carolina**: Each taxpayer over 65 is entitled to an income exemption of as much as \$15,000 (\$30,000, married filing jointly) less the retirement income exemption claimed.

**Tennessee:** State income tax applies only to dividend and interest income. Persons 65 and older may exclude \$16,200 single, \$27,000 married filing jointly.

**Utah**: Each taxpayer over 65 is entitled to an income exemption of \$7,500 (\$15,000 married filing jointly) reduced by 50 percent of federal AGI, plus 50 percent of any lump-sum distribution reported as federal income, plus federal tax-exempt income in excess of \$25,000 for a single filer or \$32,000 married filing jointly. For taxpayers under 65, the exemption caps for qualifying retirement income are \$4,800 single and \$9,600 married filing jointly.

**Virginia**: Amounts indicated are a retirement income exclusion; the total exclusion may not be more than indicated. The exclusion applies to all income.

**West Virginia**: Each taxpayer over 65 can claim an \$8,000 exemption, from which the pension exclusions noted in the table must be deducted. West Virginia also created an income exclusion to benefit persons who retired under private sector defined benefit plans that have failed to provide benefits as originally scheduled, with the amount of the benefit based upon the loss of potential income. This benefit is in effect through tax year 2006. It is not in effect for tax year 2007 or subsequent years.

**Wisconsin**: State and local pensions and federal civilian and military pension income exemptions exist for those who retired before January 1, 1964 or who receive a pension benefit from an account established before that date. A military retirement pension benefit enacted in 2001 will become effective on January 1, 2002.

Posted September 2007.

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HOUSE TAXATION CO	MMITTEE	Date 1-19-09
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Name and Address	Representing	Support	Oppose	Inf.
Mike Couse GDR	D.A.V.	~		
Gary White Herena	American Legion	1		
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Bill No ROG	Sponsor(s)	Reco	Klock		
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Name and Address	Representing	Support	Oppose	Inf.
Alan Peura	D.O.R.		Lund	
Gene Walkery	5.0.7		Lagran	
Holly Franz	MSCPA			
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